

Section I: Army Strategic Planning Guidance FY 2006-2023



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Introduction to the Army Strategic Planning Guidance (ASPG)

The Army Strategic Planning Guidance (ASPG), as the Army's institutional strategy, represents the Army senior leadership's vision of how the Army will fulfill its mission to provide necessary forces and capabilities to the Combatant Commanders in support of the National Security and Defense Strategies. It also communicates the Army's priorities for employing available resources.¹ An analysis of the strategic environment, national guidance, and operational requirements, makes clear the Army must be prepared for operations of a type, tempo, pace, and duration different from those we have structured our forces and systems to achieve.² Some assumptions made and processes developed for a Cold War Army or an Army with a "window of opportunity" to transform itself, while valid at the time, are no longer relevant to the current security environment.

The Army, as a key partner in the Joint Team, remains fully engaged throughout the globe in fulfilling its responsibilities to national security. Additionally, the most salient aspect of the current security environment is that we are a Nation and an Army at war – a war unlike any we have experienced in our history. As the National Security Strategy makes clear, "the enemy is not a single political regime or person or religion or ideology. The enemy is terrorism — premeditated, politically motivated violence perpetrated against innocents."³ This war is being conducted across the globe and throughout the full range of military operations against rogue states and terrorists who cannot be deterred, but nevertheless must be prevented from striking against the United States, our allies, and our interests. The current conflict did not begin on September 11th, 2001, and unlike the great wars of the last century, the sort of tangible events that so publicly signaled the end of World War II and the Cold War may not mark its conclusion.

We must immediately begin the process of re-examining and challenging our most basic institutional assumptions, organizational structures, paradigms, policies, and procedures to better serve our Nation. The end result of this examination will be a more relevant and ready force – a campaign quality Army with a Joint and Expeditionary Mindset. Our Army will retain the best of its current capabilities and attributes while developing others that increase relevance and readiness to respond in the current and projected strategic and operational environments. The remainder of this document explores what we must become in order to provide more relevant and ready forces and capabilities to the Joint Team.

Toward a More Relevant and Ready Army

To focus our efforts in increasing the relevance and readiness of our operating and institutional forces, the Army has two core competencies supported by a set of essential and enduring capabilities. The Army's core competencies are: (1) train and equip Soldiers and grow leaders; and (2) provide relevant and ready land power capability to the Combatant Commander

¹ Army Regulation (AR) 1-1: *Army Planning Programming, Budgeting, and Execution System*, 30 January, 1994, http://www.usapa.army.mil/pdffiles/r1_1.pdf (link valid as of 1 May 2003). The ASPG meets strategic planning requirements outlined in Army Regulation (AR) 1-1, "Planning, Programming, Budgeting, and Execution System" (PPBES) and AR 11-32, "Army Long Range Planning System" (ALRPS). The ALRPS provides baseline-planning guidance for development of mid- and near-term planning documents; and establish the benchmark used to gauge the level of success in achieving the Army's established long-range goals and mid-term objectives. AR 11-32: *Army Long Range Planning System*, 10 January 1989, http://www.usapa.army.mil/pdffiles/r11_32.pdf (link valid as of 1 May 2003).

² See Annex A, "National Strategic Guidance" and Annex D, "The Security Environment."

³ *The National Security Strategy of the United States of America, 2002*, <http://www.whitehouse.gov/nsc/nss.html> (link valid as of 20 May 2003), 5-15.

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as part of the Joint Team.⁴ To further concentrate effort, the Army's Senior Leadership has established sixteen immediate focus areas with specific guidance for planning, preparation, and execution of actions aimed at rapidly effecting necessary and positive change.⁵ These constitute changes to existing near- and mid-term guidance and are not, nor are they intended to be, all-inclusive.⁶ The complete expression of Army Strategic Objectives for prioritizing and programming purposes is defined in Annex B, which places the Strategic Readiness System within the context of The Army Plan.⁷

The Army will reorganize its combat and institutional organizations to best meet the needs and requirements of operating in the current and projected security environment. We must assume sustained operations will be the norm, and not the exception. As we continue the process of transforming our Army while at war, we will redesign our formations to provide modular, capabilities-based organizations, increasing their relevance and responsiveness to the Combatant Commanders. We will develop in our leaders, Soldiers, and Department of the Army (DA) civilians an unprecedented level of adaptability. We must have balance in our forces, with the ability to operate decisively in an uncertain environment against an unpredictable threat that will make every attempt to avoid our strengths.

⁴ Enduring capabilities include shaping the security environment, executing prompt response, mobilizing the Army, forcible entry operations, sustained land dominance, and support for civil authorities. This represents a change that will be reflected in the next update of FM 1.

⁵ See Annex B, Army Strategic Objectives. The Focus Areas are: AC/RC Balance, The Soldier, The Bench, The Network, Joint and Expeditionary Mindset, Modularity, Force Stabilization, CTC/BCTP, Leader Development and Education, Army Aviation, Installations as Our Flagships, Current to Future Force, Resource Processes, Strategic Communications, Actionable Intelligence, and Authorities, Responsibilities and Accountability.

⁶ For the purposes of The Army Plan, the following definitions are used: Near-term is within the Budget Year; Mid-Term is within the POM cycle; Long-Term is beyond the POM cycle. Additional long-term guidance is located in Annex B, "Army Strategic Objectives." The Army's near/mid- and long-term objectives are carefully constructed to appropriately balance the four dimensions of risk identified in the Defense Strategy (operational, future challenges, force management, and institutional risk) within the context of the current and projected strategic and operational environments. Operational Risk is the ability to achieve military objectives in a near-term conflict or other contingency. Future Challenges Risk is the ability to invest in new capabilities and develop new operational concepts needed to dissuade or defeat mid-to long-term military challenges. Force Management Risk is the ability to recruit, retain, train, and equip sufficient numbers of quality personnel and sustain the readiness of the force while accomplishing its many operational tasks. Institutional Risk is the ability to develop management practices and controls that use resources efficiently and promote the effective operations of the Defense establishment.

⁷ The Strategic Readiness System assists leaders in focusing on strategic ends, ways and means with the assistance of a Balanced Scorecard approach – a process analogous to Mission Essential Task List (METL) development in tactical organizations. A Balanced Scorecard approach requires organizations to think about and institutionalize their core competencies and essential and enduring capabilities, and to use metrics to measure progress toward achieving strategic objectives. The SRS will enable leaders to monitor and forecast strategic performance. The Army Strategy Map, our institutional scorecard, is aligned with the Army Strategic Objectives described in Annex B of the ASPG. The SRS will, therefore, assist us in successfully executing the TAP by providing a mechanism for ensuring we stay on azimuth toward our strategic objectives. The SRS will identify for senior leaders when objectives, concepts, and resources require adjustment so that The Army can efficiently and effectively accomplish its enduring mission for the nation. The development and articulation of the Army's Strategic Objectives is a dynamic and ongoing process. Strategic Objectives are not, and are not intended to be, static and unchanging. They will be periodically updated.

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Similarly, we will reexamine our doctrine, processes, education, training methodology, and systems to develop and institutionalize a Joint and Expeditionary Mindset. As we seek to resolve the issues associated with transforming our Army for the current and future security environment, we must not allow solutions to be constrained by processes, policies, and systems designed for a world-system that no longer exists. Processes and policies can and will change. Systems must adapt to the needs of the Soldier, our Nation, and the Joint Force.

A Campaign Quality Army with a Joint and Expeditionary Mindset

To successfully prosecute the Global War on Terrorism (GWOT) and ensure our Nation's security, the Army must provide the Joint Force with relevant and ready capabilities and forces to support the National Security and Defense Strategies – a campaign-quality Army with a Joint and Expeditionary Mindset. The Army provides the Joint Force with the campaign quality combat, combat support, and combat service support capabilities necessary to conduct sustained land warfare; this is our unique contribution to the Joint Team and it will be maintained. The challenge we must address is how to transform our organizations, processes, doctrine, and culture so that we are better able to provide this contribution to the Joint Force in a more prompt and rapid manner.

Delivering the right Army forces at the right place and time is vital to the Joint Force commander's ability to defeat any adversary or control any situation across the full range of military operations. As the Army repositions and reconfigures its forces, we will expand the Joint Force commander's ability to rapidly deploy, employ and sustain forces throughout the global battlespace in any environment and against any opponent. A Joint and Expeditionary Mindset recognizes that we are an Army in contact, engaged in ongoing operations and ready to rapidly respond to the next crisis as it evolves. It is an attitude and spirit – infused across all Doctrine, Organization, Training, Materiel, Leader Development, Personnel, and Facilities (DOTMLPF) activities – that embraces a forward leaning, modular, joint interdependent and capabilities-based Army led by aggressive, intelligent and empowered Soldiers who recognize opportunities and confidently apply the appropriate capabilities of the Joint Force in support of the Combatant Commander.

The Army: A Critical Component of the Joint Team

Joint Interdependence. The Army is a critical component of the Joint Team; we must think of ourselves as indispensable and vital members of that team first, and as a Service component second. We must remain aware that the Army always conducts operations – offensive, defensive, stability, and support – in a joint and expeditionary context. Prompt, sustained, and decisive land combat power acts in concert with air and naval power to ensure a synergy that gives the Joint Force capabilities and power well beyond the sum of its parts. In a few short years, the Joint Force has moved from independent, de-conflicted operations to sustained interoperability. It must now move rapidly to joint interdependence.

Joint interdependence is potentially the Joint Team's greatest asset. The Army provides the Joint Force Commander with unique and complementary capabilities across the full spectrum of operations. These include supporting civil authorities at home and abroad, providing expeditionary forces, reassuring friends, allies, and coalition partners, dissuading and deterring adversaries, decisively defeating adversaries should deterrence fail, and winning the peace as part of an integrated inter-agency post-conflict effort aimed at achieving enduring victory. We must examine all the capabilities resident in the Joint Force and determine the Service best

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positioned to provide that capability to the Combatant Commander.⁸ We will then be able to shed excess and redundant capabilities while concentrating our efforts and resources to enhance those capabilities the Army is best suited to contribute to the Joint Team. Both our combat and our logistics formations will become joint interdependent.

Joint Operations Concepts. The Joint Operations Concepts (JOpsC) describe how the Joint Force intends to operate 15-20 years in the future across the entire range of operations. It provides the operational context for transformation by linking strategic guidance with the integrated application of Joint Force capabilities. The JOpsC also provides a unifying framework for developing Service concepts and subordinate joint operating concepts, joint functional concepts, and enabling concepts. This framework will guide joint operations, as well as providing the foundation for joint and Service concept development and experimentation. The JOpsC represents a critical step in the new Joint Capabilities Integration and Development System (JCIDS), which envisions investment in transformational capabilities based on developing joint concepts that are validated through experimentation and informed by joint lessons learned.⁹ Clearly, Army concepts and capabilities must nest within the JOpsC and its unifying framework of subordinate concepts and inform the JCIDS.

The JOpsC builds on the goal of Full Spectrum Dominance: the defeat of any adversary or control of any situation across the full range of military operations. Full Spectrum Dominance is based on the ability to sense, understand, decide, and act faster than an adversary in any situation. In order to succeed in an uncertain, dynamic future security environment, the JOpsC emphasizes a capabilities-based and adaptable force in order to balance capabilities and manage risk within a global perspective. The JOpsC identifies the future joint force attributes that the Joint Force must embody to achieve Full Spectrum Dominance.¹⁰

To accomplish assigned missions, the JOpsC advocates a Joint Force that is capable of conducting rapidly executable, simultaneous and sequential operations distributed throughout a non-linear battlespace and conducted in close coordination with interagency and multinational partners. The future Joint Force will be able to rapidly build momentum and close the gaps between decision, deployment, employment, and sustainment of forces. This will require the Joint Force to organize and train as capabilities-based force packages, which are quickly tailored and scaled for a flexible array of capabilities across the range of military operations.

To succeed, the Joint Force must adopt a Joint and Expeditionary Mindset, reflecting greater versatility and deployability, while ensuring the necessary capabilities to conduct both sustained combat and potentially simultaneous operations to reestablish stability. As is clear from the Strategic Objectives discussed in Annex B of this document, we will optimize our forces, capabilities, and organizations to best contribute to the joint capabilities and methods required of each of the joint operating concepts and joint functional concepts.¹¹

⁸ The Army Planning Priorities Guidance (APPG) will identify Army-unique capabilities vice capabilities resident in the Joint Force.

⁹ CJCSI 3170.01C, JCIDS.

¹⁰ The seven attributes are: fully integrated, expeditionary, networked, decentralized, adaptable, decision superior, and lethal.

¹¹ See Annex B, "Army Strategic Objectives."

Train and Equip Soldiers, and Grow Leaders

Training and Equipping Soldiers. The American Soldier remains indispensable to the Joint Team. Flexible, adaptive, and competent Soldiers infused with the Army's Warrior Culture fight wars and win the peace. Soldiers remain the centerpiece of our combat systems and formations. American Soldiers, possessed of a fierce warrior ethos and spirit, fight in close combat, dominate key assets and terrain, decisively end conflicts, control the movement of people, protect resource flows, and maintain post-conflict stability. We must never forget that it is the Soldier – fierce, disciplined, well trained, and well equipped – who ultimately represents and enables the capabilities we as an Army provide the Joint Force and the Nation.

We must prepare all our Soldiers for the stark realities of the battlefield. No Soldier can survive in the current battlespace without constant training in weapons and fieldcraft and a continuous immersion in the Army's Warrior Culture. There can be only one standard of training for our Soldiers, regardless of component or specialty. Our equipment and systems must be cross-leveled as necessary to support the Soldier in the warfight. We must not forget it is our Soldiers who remain the crucial link to both realizing Future Force capabilities and enhancing the effectiveness of Current Forces. We must treat Soldiers themselves as the ultimate combat system, and to this end, conduct a holistic review and analysis of individual Soldier institutional and unit training, equipping, and readiness needs. As a system, Soldiers must be medically protected and sustained for optimum performance throughout their service.

We must likewise prepare our Soldiers, civilians, and families for the sustained challenge of serving a Nation at war. The Well-Being of our Soldiers, civilians, and families is inextricably linked to our Army's readiness. Our Well-Being programs and family support systems must be synchronized with rotation schedules and optimized to support deployed units anchored by flagship installations. We recognize that our Soldiers and their families need an element of predictability and order in their lives. In the current strategic environment, that equates to knowing when they are most likely to deploy, and making deployments as equitable as possible across the force. Achieving this will require making necessary adjustment to our mix of Active and Reserve Component capabilities and forces. It will also require the use of Force Stabilization initiatives to provide stability for Soldiers and units while enhancing unit cohesion. This will lead to a more capable force. Finally, it will mean rethinking and adapting our installation programs and facilities to better support our Soldiers and their families. The quality and character of our installations is vital to enhancing the well-being of our Soldiers, civilians, and families, as well as enabling the Army's ability to provide trained, ready, and strategically responsive forces to the Combatant Commanders.

Growing Leaders. Leader development systems must be optimized to train and educate leaders capable of operating as part of a Joint Team at war – leaders who possess a Joint and Expeditionary Mindset. The Army will take action across a broad front to make jointness an integral part of our culture. Our systems will educate and reward leaders with the mental agility to thrive at all levels in modern war. We must develop in our future leaders the right mix of unit, staff, and command experience, and training and education opportunities to meet the current and future leadership requirements of the Army and the Joint Force. Our leader development systems and facilities will be re-designed for the current and future strategic environment and acknowledge the current and projected pace of operations and deployments. The officer, non-commissioned officer, and DA civilian education systems will be adjusted to reflect our operating environment and deployment patterns, as well as reflecting Force Stabilization initiatives. We will identify, prepare, and assign select Army military and civilian leaders for key positions within Joint, interagency, multinational, and Service organizations and develop and institutionalize the systems required to sustain these assignments.

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To develop and train agile and adaptive leaders able to conduct simultaneous, distributed, and continuous operations, we will refocus Combat Training Center and Battle Command Training Programs. Leader training and development within these events must complement and help develop the Joint and Expeditionary Mindset and further a Warrior Culture. The training will nest within the Joint National Training Capability and accurately replicate the realities of the contemporary operating environment. Finally, our training institutions must better enable commanders to develop subordinate leaders. Leader and unit training must be more joint and must embed the realities of the current strategic and operational environments. We will focus the training center experience on execution and not overly emphasize the deliberate planning process.

Provide Relevant and Ready Land Power Capability to the Combatant Commander as Part of the Joint Team

Improving Army Contributions to the Joint Team. By developing more modular, strategically responsive organizations and cultivating and institutionalizing a Joint and Expeditionary Mindset throughout the force, the Army will greatly increase the Combatant Commander's ability to rapidly defeat any adversary or control any situation across the full range of military operations. Modular, capabilities-based forces will better support Combatant Commander requirements by more effectively enabling the delivery of the right Army capabilities at the right place and time. This is central to optimizing the relevance of Army forces to the Combatant Commander and expanding the Joint Team's ability to rapidly deploy, employ and sustain forces throughout the global battlespace in any environment and against any opponent.

Modular, capabilities-based Army force designs will enable greater capacity for rapid and tailorable force capability packages and improve the strategic responsiveness of the Joint Force for full spectrum operations. Modular combat support and combat service support units with reduced logistics footprints, and sense-and-respond logistics capabilities are essential to responsiveness, and they enhance the versatility of the Joint Force to seamlessly transition to sustained operations as a crisis or conflict develops. Informed by operational experience and Future Force designs, the Army will begin in FY04 to implement this modularity in two of its active component divisions. These initial conversions will serve as prototypes to help accelerate the modular redesign and fielding of the Current and Future Forces.

Moving toward completely independent echelon-above-brigade headquarters will also enhance modularity. In accordance with the Unit of Employment (UE) construct, a UE_x (higher tactical headquarters), and a UE_y (operational-level headquarters), will provide the command and control structure into which modular, capabilities-based Units of Action (UA) are organized to meet Combatant Commander requirements. Both types of UE headquarters, while able to accept joint capabilities such as a Standing Joint Force Headquarters element (SJFHQ), will have an organic capability, depending on the contingency, to perform functions as a JTF or JFLCC HQ.

The Army's ability to successfully provide the Joint Team both rapid expeditionary capabilities and the ability to conduct sustained land campaigns across the full spectrum of conflict requires both active and reserve component contributions. We will restructure the Current Force, creating modular capabilities and flexible formations while obtaining the correct mix between AC and RC force structure. This rebalancing effort will enhance the Army's ability to provide the Joint Team relevant and ready expeditionary land power capability (See Figure 1). Our Active Component will provide rapidly responsive, agile, and expeditionary forces that typically respond in the first fifteen days of an operation. The availability of adequate AC and RC follow-on forces provide the Joint Force Commander the campaign quality combat, combat

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support, and combat service support capabilities necessary to achieve operational and strategic objectives and to conduct sustained land operations. Our Reserve Component will provide strategic depth to reinforce the warfight. They will also reinforce Support Operations and Stability Operations, and lead our efforts to protect the homeland. Either Active or Reserve Component units may provide units of the other component with additional capabilities not normally resident in those forces. To create and maintain rapidly deployable and sustainable campaign capability and depth throughout the force, we will ensure both Active and Reserve Component forces are modular, tailorable, and capable of coming together in a number of force and capabilities packages. This will allow us to reduce the time now required for mobilization and training and improve our ability to provide Combatant Commanders with needed forces and capabilities.

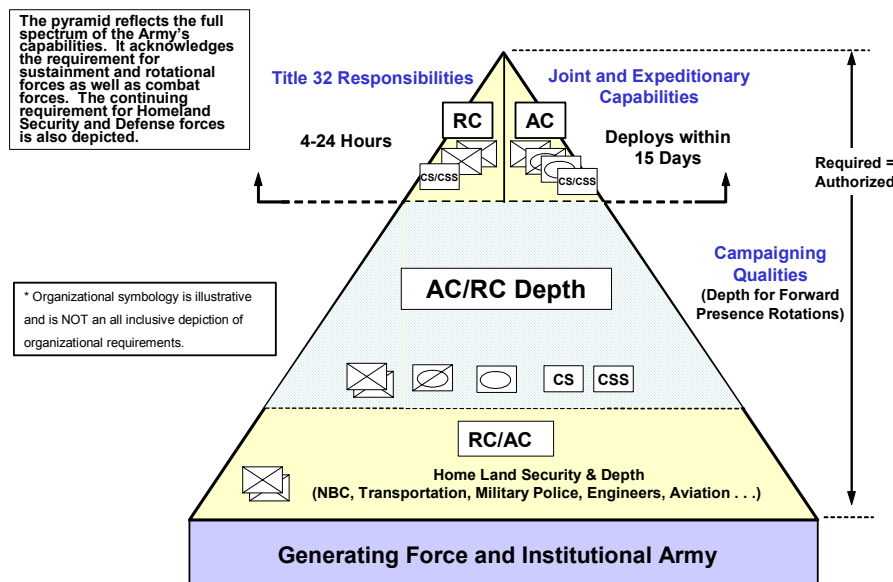


Figure 1: Structuring the Force

Redesigning the force requires a complementary and transformational method of building a cohesive team within those organizations. Force Stabilization for brigade units of action and other modular and scaleable forces will provide Combatant Commanders with more combat-ready formations. We will define and develop a plan to implement Force Stabilization concepts into the Army beginning in FY 04. Army-wide implementation will complement a rotation-based system of sustained global engagement. This system will also take the Well-Being of Soldiers and families into account. Home-basing will stabilize Soldiers and their families at installations for extended tours. While some Soldiers may be sent on unaccompanied tours, they will then return to their Home-base.

Battle Command capabilities must be leveraged to enable interdependent network-centric warfare, supported by sense-and-respond logistics capabilities, within joint, interagency, and multinational full spectrum operations. The Army must accelerate the Future Force network to enhance the Joint Battle Command capabilities of the Current Force. We must analyze the development of current network architecture and supporting systems. We will re-prioritize

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development of the Network to focus on top-down fielding to the Current Force. Experiences and lessons learned in Operation Enduring Freedom and Operation Iraqi Freedom will be leveraged to enhance Joint Battle Command, including battle command on the move, continuous operations over extended distances, blue force tracking capabilities, and logistics connectivity for select Current Force units. Fielding must be linked to unit rotation plans. The Army will partner with Joint Forces Command in all aspects of network development.

Current to Future Force. Transformation occurs within a context of continuous change.¹² We will provide for the accelerated fielding of select Future Force capabilities to enable the enhancement of the Current Force. The goal of Army Transformation is to provide relevant and ready Current Forces and Future Forces organized, trained, and equipped for joint, interagency, and multi-national full spectrum operations. Army transformation occurs within the larger context of continuous change brought about through the interaction of constantly evolving capabilities between Current and Future forces (See Figure 2).

EVOLVING ARMY TRANSFORMATION

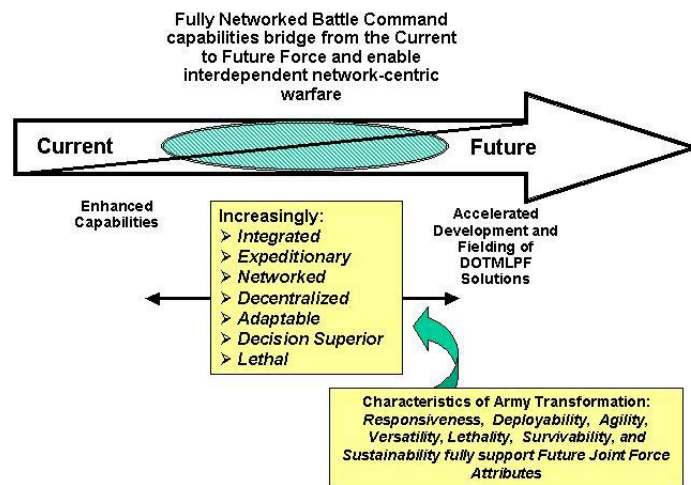


Figure 2: Current to Future Force

The Current Force is the operational Army today. It is organized, trained and equipped to conduct operations as part of the Joint Force. Designed to provide the requisite warfighting capabilities the Joint Force commander needs across the range of military operations, the Current Force's ability to conduct major combat operations underscores its credibility and effectiveness for full spectrum operations and fulfills the enduring obligation of Army forces to fight wars and win the peace. The Future Force is the operational force the Army continuously seeks to become. Informed by national security and Department of Defense guidance, it is the strategically responsive, precision maneuver force, dominant across the range of military operations envisioned in the future global security environment.

The Army must continue to develop Future Forces while simultaneously spiraling-in Future Force capabilities to enhance the effectiveness of the Current Force. In developing the Future Force, three critical challenges must be addressed: (1) the Network (C4ISR architecture); (2)

¹² See Annex C, The Army Transformation Roadmap.

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spiral development and field experimentation; and (3) DOTMLPF. The process of identifying and accelerating selected Future Force technologies for fielding to the Current Force will be fundamental to our success in enhancing the relevance and readiness of our Army.

Conclusion

Our first priority is clear; we are engaged in a war now. This warfighting mindset is essential and must involve the entire Army. Today's terrorist threat is unprecedented – it is transnational with a vast array of resources and sponsors, including nation states, non-state participants, and narco-terrorist organizations. The Army must adapt its forces to meet the threat. Terrorist organizations have had years to quietly build a worldwide infrastructure. Given the fanatical commitment, asymmetric capabilities, and adaptability of the threat, it is vitally important to defeat our enemies wherever they are found. Adapting our forces to meet the challenges of the GWOT will require a capabilities based, modular, flexible and rapidly employable Joint-Army team, capable of dominating any adversary and controlling any situation across the full range of military operations. A forward deployed Army must be positioned around the world with the right composition and size to provide the maximum flexibility, agility and lethality to conduct operations across the full military spectrum.

Our Nation, the Joint Force, and our Army are engaged in one of the most challenging periods in our history. Failure in the current fight is unthinkable. To defeat the enemies who threaten our freedoms, we cannot remain static, trapped in a web of our own no longer relevant policies, procedures, and processes. Transformation during a time of sustained campaigning will not be easy; but it is a practice that appears many times in the history of our great Army. We must examine, design, and develop new solutions for a new and dangerous world, as we have done so successfully in our past. This will require the deep and personal commitment of every member of the Army team – every leader, every Soldier, every civilian, and every family member.

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